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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations

Report of the Secretary-General

Summary

The present report responds to paragraph 25 of General Assembly resolution 63/287, according to which the Secretary-General was requested to submit at its resumed sixty-fifth session a report substantiating the strategic and operational benefits realized through the restructuring of the Department of Peacekeeping Operations and the establishment of the Department of Field Support. The present report seeks to demonstrate the results and impact of the restructuring and subsequent reforms. It also identifies challenges, gaps and minor structural adjustments to consolidate the gains made.

Feedback from Member States, the results of a 2010 survey of field missions and performance metrics, demonstrates that since approval of the restructuring three and a half years ago, observable improvements have been achieved in the capacity of the Secretariat to mount, manage and sustain peacekeeping and other field operations. Perhaps most significantly, the creation of the Department of Field Support has positioned mission support as a strategic enabler in the delivery of political, peacemaking, peacekeeping and peacebuilding mandates. The restructuring has also resulted in the evolution of two distinct business models: (a) a strategic Headquarters model that delivers integrated strategic and operational guidance to field operations; and (b) a service provider model that offers expertise in key areas of mandated activities. As a result, the Departments have been able to improve guidance and support to field missions while pursuing the further professionalization of peacekeeping.

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The two business models have produced the successes noted in the present report, through unity of command, integrated management structures and shared policy development and evaluation and training resources that have preserved organizational coherence and economies of scale. Strengthened direction and oversight have resulted in greater clarity on the role and direction of missions and in the assessment of progress towards peace consolidation. New capacities have produced a more coherent approach to delivering early peacebuilding mandates, in particular in the areas of civil affairs, rule of law and security institutions. New and strengthened capacities have led to greater consistency and efficiency in mandate delivery, in particular in such areas as security sector reform, specialized military planning and force generation. They have also enabled more effective partnerships, the enhanced ability of the United Nations system to leverage its collective capacities to support peace consolidation and the delivery of rapid assistance to missions during their start-up, transition and crisis response phases.

After a period of historically high deployment levels, United Nations peacekeeping is now in a period of consolidation, following the closure, reconfiguration and transition of a number of operations over the past year. Nonetheless, it remains one of the most demanding, visible and valuable tools in the maintenance of international peace and security and the largest multilateral contributor to post-conflict stabilization worldwide. Sustaining the process of reform initiated 10 years ago with the launch of the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809), United Nations peacekeeping continues to build on the consensus that immediate post-conflict interventions require not only a stable and secure environment for peace processes to take root but also early peacebuilding measures to address the root causes of conflict and build sustainable peace. With their non-paper entitled "A new partnership agenda: charting a new horizon for United Nations peacekeeping", the Departments of Peacekeeping Operations and Field Support have sought to contribute to dialogue with stakeholders on the future direction of peacekeeping and the collective efforts required to meet the peace and security challenges and opportunities before the international community. A milestone was reached with the adoption by the General Assembly of its resolution 64/269, in which the Assembly set out the main elements of the global field support strategy. The implementation of the "new horizon" initiative is leading to more predictable, professional and adaptable systems to support the global enterprise that peacekeeping has become.

By virtue of its flexibility and unique capacity to deploy military, police and civilian personnel to implement multidimensional mandates in difficult operational contexts and environments, United Nations peacekeeping continues to serve as a core element of the international community's response and one of its key tools to address threats to international peace and security. Investments over the past decade demonstrate the commitment of the General Assembly to preserve and continually adapt United Nations peacekeeping to meet emerging challenges. In highlighting how those investments have generally yielded their intended benefits, the present report also addresses the challenge to consolidating those gains. Through sustained and shared commitment, United Nations peacekeeping will continue to strengthen, adapt and demonstrate its value as a key tool in meeting the peace and security challenges before the international community.

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I. Introduction

1. In adopting increasingly diverse, multidimensional mandates, and approving the resources required for their implementation, the United Nations has demonstrated its long-standing commitment to peacekeeping as one of the most visible, valuable and demanding tools in the maintenance of international peace and security. As the challenges before the international community have evolved, peacekeeping has had to demonstrate increased flexibility and pursue a series of reform measures. Such efforts began in earnest with the implementation of the approved recommendations set out in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) and were followed by the Peace Operations 2010 agenda and by General Assembly resolutions endorsing the recommendations of the Special Committee on Peacekeeping Operations and of the Fifth Committee.

2. The period of unprecedented expansion in United Nations peacekeeping required a consolidation of the gains achieved through successive reform measures to address the international peace and security challenges of the twenty-first century. It was therefore proposed that reforms be undertaken to the structure of the Secretariat in order to enhance still further its capacity to mount, manage and sustain peacekeeping operations.[1] The proposals aimed at strengthening leadership, management and staffing capacities and making structural changes that would flexibly respond to emerging challenges, sustain the gains achieved and still further professionalize and sharpen the focus of the Department of Peacekeeping Operations. They also recognized the need for a dedicated and accountable administrative and logistical enabling support capacity. In 2007, by its resolutions 61/256 and 61/279, the General Assembly approved the majority of the recommendations, leading to the restructuring of the Department of Peacekeeping Operations and the creation of the Department of Field Support.

3. The General Assembly also recognized the need not only to create a stable and secure environment for supporting peace processes but also the need to introduce new capacities for undertaking early peacebuilding measures that would re-establish the rule of law and enable early recovery and development efforts to address the root causes of conflict in order to begin to build sustainable peace.

4. The commitment of the General Assembly to a continued process of structural, managerial and administrative reforms has strengthened peacekeeping and enabled it to better address emerging challenges. In 2008, after consolidating rule of law, police, security institutions and mine action capacities within the new Office of Rule of Law and Security Institutions, the Assembly adopted resolution 62/250, in which it approved the strengthening of the Office of Military Affairs (see A/62/752), with a view to better reflecting the demands of supporting military components in the full range of United Nations operations. In 2009, the Assembly adopted resolution 63/287, strengthening rule of law and police capacities, including the expansion of the standing police capacity and the creation of a small capacity of rapidly deployable justice and corrections specialists (see A/63/767). It also strengthened the Police Division in order to sustain the growing role of United Nations police in delivering immediate security support and interim law enforcement, while assisting longer-term institution-building.

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[1] See A/61/749; A/61/858 and Corr.1 and Add.1 and Add.1/Corr.1 and Add.2; 62/741; and A/63/702 and Corr.1.

5. In its resolution 64/269, the General Assembly approved the global field support strategy in order to improve the efficiency and effectiveness of, and address challenges in, delivering administrative and logistics support to the field in a variety of operational contexts and conditions. Together, the reforms have created an organizational structure and accountability framework to further professionalize United Nations peacekeeping.

6. Pursuant to General Assembly resolutions 61/279 and 62/250, two earlier reports have been submitted on the 2007 restructuring and on the status of the implementation of the resolutions in terms of strengthening the capacity of the United Nations to manage and sustain peacekeeping operations: a preliminary report (A/62/741) and a comprehensive report (A/63/702 and Corr.1).

7. In its resolution 63/287, the General Assembly endorsed the recommendations contained in the related report of the Advisory Committee on Administrative and Budgetary Questions (A/63/841) on the comprehensive report on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations. In paragraph 26 of its report, the Advisory Committee recommended that the Secretary-General submit a report to the Assembly at its resumed sixty-fifth session substantiating the strategic and operational benefits achieved through the restructuring, reform and business processes.

8. The present report is submitted in response to that request. It builds on the preliminary (A/62/741) and comprehensive reports (A/63/702 and Corr.1) and seeks to demonstrate how the ongoing restructuring and additional strengthening of capacities have served their intended purpose and delivered on specific objectives. It also identifies challenges, gaps and minor structural adjustments to consolidate the gains achieved thus far. In particular, the report reflects available feedback from Member States and field missions, including troop- and police-contributing countries, on the results and impact of the restructuring on the capacity of the Secretariat to plan, mount, manage and sustain peacekeeping and other field operations. Feedback from the field reflects the results of a survey conducted by the Departments of Peacekeeping Operations and Field Support in 2010, which uses the same format as the survey on restructuring conducted by the Office of Internal Oversight Services in 2008, to assess progress and remaining challenges from the field perspective. Reflecting responses received from 16 of 17 missions surveyed and from the Office of the Joint Mediation Support team (a 94 per cent response rate), the survey results offer a highly representative picture of the field perspective. The results on specific issues are reflected throughout the present report.

9. The report explores how the structural adjustments and strengthened capacities have resulted in a unique combination of the two business models across the Departments of Peacekeeping Operations and Field Support: a strategic Headquarters model that delivers integrated strategic and operational guidance and support; and a service provider model for field operations that offers specialized expertise in key areas of mandated activities. It recognizes both the challenges and opportunities of the two business models: the challenge of achieving an effective balance in the application of both models, particularly in terms of the integration of effort and unity of command; and the opportunities to develop flexible, cost-effective models to promote the comparative advantages of the United Nations and its partners in addressing the challenges of peacemaking, peacekeeping and peacebuilding.

II. Evolution of United Nations peacekeeping

10. Threats to international peace and security require cohesive and effective responses from a united international community and a coherent United Nations system. While peacekeeping operations are not the only instrument to address such threats, they deliver, through uniformed personnel and specialized civilian capacities, the security, political and early peacebuilding support to create the necessary conditions for countries to consolidate peace and progress towards longer-term recovery.

11. Throughout a period of continual evolution since 1948, peacekeeping has remained a core element and a flexible instrument of the international community's response to threats to peace and security. Since the 2007 restructuring, the United Nations has undertaken new forms of peacekeeping and partnership, including the hybrid African Union-United Nations Hybrid Operation in Darfur (UNAMID), which is a logistically challenging, politically multifaceted and operationally dynamic mission. In 2008, the United Nations also launched the United Nations Mission in the Central African Republic and Chad (MINURCAT), another challenging, multiactor mission involving close cooperation with other international partners, in particular the European Union. Deployed at the same time as the restructuring was being implemented, those two operations generated an authorized increase in United Nations field personnel by more than 30 per cent. United Nations operations led by the Department of Peacekeeping Operations reached a peak in 2009, with 17 peacekeeping operations and one special political mission deployed globally. Actual deployment levels reached record highs in March 2010, with over 125,520 personnel, supported by a budget of approximately $8 billion.

12. With the closure of the United Nations Observer Mission in Georgia (UNOMIG) in 2009, the transition in Burundi to the United Nations Office in Burundi (BNUB), the closure of MINURCAT at the end of 2010, the reconfiguration of the United Nations Interim Administration Mission in Kosovo (UNMIK) in 2009 and of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) in 2010, current deployment figures stand at 13 peacekeeping operations and one special political mission, with approximately 124,000 field personnel and an annual supporting budget of $7.3 billion. Planning is under way to address the prospect of the transition of the United Nations Mission in Liberia (UNMIL) in Liberia, the United Nations Integrated Mission in Timor-Leste (UNMIT) in Timor-Leste and the United Nations Mission in the Sudan (UNMIS) in the Sudan, post-referendums. As a support provider for all field presences, the Department of Field Support delivers the full range of administrative and logistics support to an additional 15 field missions and other presences led by the Department of Political Affairs, supported by a budget of $563 million. While joint planning mechanisms have been strengthened, the coherence of the United Nations system is still confronted with the challenges of diverse funding streams and cycles, as well as different planning mechanisms and cycles, accountability lines, and organizational rules and regulations.

13. Peacekeeping continues to face significant challenges in a number of operations. UNAMID and MONUSCO have experienced challenges in the implementation of their mandates, particularly in the protection of civilians and in responding to threats from spoilers. Limited consent by host Governments, divergence on strategy by the international community and inadequate capabilities

have compounded their challenges. In Haiti, the earthquake in January 2010 highlighted the critical need for contingency planning, rapidly deployable reserve capacities, flexible and efficient support arrangements and effective mechanisms for cooperation and interoperability with partners within and outside the United Nations system. In Côte d'Ivoire, the controversy surrounding the first round of presidential elections in November 2010 highlighted again the fragility of political stability in the country. The contested outcome of the second round of the presidential elections and the ensuing acute political crisis underscored the risks to broader stability.

14. In July 2009, the Departments issued a non-paper entitled "A new partnership agenda: charting a new horizon for United Nations peacekeeping", to contribute to dialogue among peacekeeping stakeholders on the future direction of peacekeeping and the collective efforts required to meet evolving challenges. The "new horizon" initiative focuses priority attention on:

(a) Ensuring clear political strategy and direction, as well as cohesive mission planning and management through sustained dialogue between the Security Council, troop- and police-contributing countries and the Secretariat, and between the field and Headquarters in planning, mounting and sustaining peacekeeping operations;

(b) Putting in place the critical foundations for sustainable peace by clarifying and addressing the issues, roles and responsibilities in the mediation/peacemaking/peacekeeping/peacebuilding nexus to address gaps and overlaps;

(c) Clarifying and delivering on critical roles, such as the protection of civilians and a robust approach to peacekeeping;

(d) Pursuing a capability-driven approach that moves away from troop-intensive infantry deployments towards lighter, more mobile and specialized capacities to support the current and future demands of peacekeeping, taking into account the realities of supply, a constrained financial environment and the economic impact of peacekeeping deployments on host countries;

(e) Strengthening the planning, accountable management and oversight of field operations;

(f) Developing and implementing a five-year global field support strategy to deliver the full range of support to field operations in a more coherent, responsive, streamlined, cost-effective and accountable manner.

The present report details progress achieved in the implementation of the new horizon initiative during the past year.

15. Within the context of the initiative, a major milestone for the Department of Field Support, recognition of support as a strategic enabler for mandate implementation was reached when the General Assembly, in its resolution 64/269, approved the key elements of the global field support strategy. As set out in the report of the Secretary-General (A/65/643), the strategy involves, inter alia, streamlined budgetary and financial management systems and procedures; improved human resources management through a shift to enhanced strategic planning and management of field mission civilian staffing requirements; and modularized service packages to allow more standardized and readily deployable logistics and information technology and communications capacities. In so doing, it aims to enhance the effectiveness and efficiency of the support to field missions, while improving the safety and security of United Nations personnel.

III. Results and impact of the restructuring

16. The reports on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations[1] proposed the following:

(a) Creation of the Department of Field Support to consolidate the responsibility, authority and accountability of Secretariat resources in order to ensure the delivery of more coherent, responsive and streamlined support to field operations;

(b) Augmented leadership and management capacities to strengthen the direction and oversight of United Nations peacekeeping and broader field support activities and considerably strengthened staffing to more effectively support the number and complexity of operations;

(c) Creation of new capacities to support specialized activities mandated for peacekeeping operations and special political missions supported by the Department of Peacekeeping Operations;

(d) Integration of structures to ensure greater coherence in the provision of guidance and support to field operations in cross-cutting or interrelated areas of activity;

(e) Sharing of resources between the Departments of Peacekeeping Operations and Field Support in order to achieve organizational coherence and economies of scale and to ensure greater coherence and support to field operations for policy, training, evaluation and partnerships in cross-cutting and interrelated areas of activity.

17. The preliminary report (A/62/741) documented the initial efforts to establish the new structures and staff newly approved positions. It highlighted the raised level of engagement with Member States and awareness of the critical role of administrative and logistics support in mandate implementation. The report also noted the more holistic and coherent approaches to interrelated areas of mandated activities, in particular in the areas of rule of law and security institutions and the central role of partnerships and other collaborative arrangements. In addition, it outlined the principal challenges to delivering the strategic and operational support required to mount and sustain field operations, coupled with efforts to streamline business processes and improve quality in the efficient and effective backstopping of field operations. In its resolution 62/250 (para. 24), the General Assembly requested a comprehensive report on restructuring, including measures taken to address the management challenges created by restructuring, improvements in effectiveness and efficiency resulting from the new structure in support of peacekeeping operations and special political missions, and coordination with the Department of Political Affairs.

18. The comprehensive report on restructuring (A/63/702 and Corr.1) described further progress, early achievements and continued challenges. In particular, it highlighted the positioning of mission support as a strategic enabler in the delivery of political, peacekeeping and peacebuilding mandates. Such a concept is addressed, for example, in Security Council resolution 1863 (2009), wherein the Council requested the Secretary-General to provide a United Nations logistical support package to the African Union Mission in Somalia, including equipment and services. The resolution established a unique mechanism to address a complex security situation. The ability of the Department of Field Support to provide a

coherent and holistic support package led to the creation of the United Nations Support Office to the African Union Mission in Somalia (UNSOA), a United Nations operation reporting directly to the Under-Secretary-General for Field Support. That operation has demonstrated the ability of the Organization to deliver the full range of logistical support in the most exacting operational circumstances, while planning continues in response to the stated intent of the Security Council, as expressed in its resolutions 1863 (2009) and 1910 (2010) regarding the establishment of a United Nations peacekeeping operation.

19. The comprehensive report further described the initial impact and activities of the newly established structures and strengthened leadership, management and staffing capacities. It highlighted the benefits of shared resources in achieving economies of scales, unity of command and integration of effort. The report also recorded challenges encountered in the establishment and delivery of benefits expected of certain new mechanisms, most notably integrated operational teams.

A. Leadership, oversight and accountability

Roles and responsibilities

20. In resolution 61/279, the General Assembly requested that the role and duties of the Deputy Secretary-General be explicitly defined in relation to the structural reforms, including in relation to the Departments of Peacekeeping Operations, Field Support, Political Affairs and Management. The Assembly reiterated that request in its resolution 62/250. As set out in the preliminary report (A/62/741), and in accordance with General Assembly resolution 52/12 B, the Deputy Secretary-General assists the Secretary-General in overseeing the daily operations of the Secretariat. The Deputy Secretary-General also focuses on strategic management and cross-cutting management policies, such as those related to human resources management, procurement and accountability frameworks. She also ensures the coordination of key management matters, particularly through the Management Committee and Management Performance Board, which are chaired by the Deputy Secretary-General. In that context, the Deputy Secretary-General continues to give guidance on peacekeeping-related management issues.

21. In October 2009 and February and March 2010, Secretary-General's bulletins were issued to promulgate the organization and functions of the Departments of Political Affairs (ST/SGB/2009/13 and Corr.1), Peacekeeping Operations (ST/SGB/2010/1) and Field Support (ST/SGB/2010/2). The bulletins clarify departmental roles and responsibilities, including lead roles for mediation, electoral, police, justice, corrections and mine action support, as well as the administrative support arrangements for services delivered by the Department of Field Support.

22. The Departments of Political Affairs and Peacekeeping Operations continue to be guided by the principles set out in those bulletins. Under the provisions, the Department of Peacekeeping Operations directs, manages and provides political and policy guidance and strategic direction to all operations under its responsibility, which comprise all traditional and multidimensional peacekeeping operations with military and/or police components, which may include elements of peacemaking and peacebuilding, as well as certain special political missions as determined by the Secretary-General. The Department of Political Affairs directs, manages and provides political and policy guidance and strategic direction to all special political

missions, which have, as a core element of their mandate, peacemaking, mediation or peacebuilding.

23. Such a division of labour ensures sufficient clarity of roles and responsibilities, yet offers the required flexibility to best address operational requirements. Procedures and processes have been sufficiently strengthened to both benchmark the conditions and set the appropriate timing for the transfer of lead department responsibilities and to facilitate the transition, as evidenced by the smooth transition of the lead department responsibility for Burundi from the Department of Peacekeeping Operations to the Department of Political Affairs as of January 2010.

24. Entities within the United Nations system need to collaborate in the delivery of complex mandates. As a result, the Department of Political Affairs and missions under its leadership, as well as other Secretariat departments and United Nations entities, increasingly rely on the specialist capacities and unique expertise in the Department of Peacekeeping Operations and the Department of Field Support. This is particularly true in the areas of field support, including personnel, finance, logistics and information and communications technology, as well as rule of law and security institutions and military affairs.

25. Mindful that the General Assembly has reaffirmed, in its resolution 61/279 and subsequent resolutions on the support account, that such resources should be used for the sole purpose of backstopping peacekeeping operations, the Department of Peacekeeping Operations delivers this support within existing resources. Nonetheless, the Secretariat should leverage the comparative advantages of centres of excellence across the United Nations system in the best interests of the Organization, both in terms of institutional coherence and cost-effectiveness. For those reasons, the strengthened specialist capacities housed in the Department of Peacekeeping Operations should be available to support all Security Council mandated activities in their area of expertise, as is already the case for the mediation and electoral capacities residing in the Department of Political Affairs, for mine action in the Department of Peacekeeping Operations and for field support in the Department of Field Support.

26. In the report on the implementation of General Assembly resolution 63/261 on the strengthening of the Department of Political Affairs, a number of observations were put forward regarding the collaboration between and mutual institutional support for the Departments of Political Affairs, Peacekeeping Operations and Field Support (A/65/161 and Corr.1). I will be assessing options to enable the field missions led by the Department of Political Affairs to more easily access support and other specialist capacities, including improvements in rapid deployment, logistics, procurement and financing and to enable Headquarters to efficiently backstop special political missions. While the implementation of the global field support strategy is expected to address some of the challenges in the field, a broader examination is needed of the full range of capacities required to adequately backstop and manage political missions in line with their size and mandate. The challenges of diverse funding streams and cycles, as well as different planning mechanisms and cycles, accountability lines, and organizational rules and regulations must also be addressed in order to ensure the coherence of the Secretariat in the implementation of peace and security mandates.

27. When the Security Council adopts a mandate with peacebuilding elements for a peacekeeping operation or a special political mission, the operation or mission will

assume the lead role for mandated peacebuilding activities at the country level. As the mechanism for United Nations system, country-specific coordination, the integrated task force or integrated mission task force, as appropriate, is chaired by the lead Department. Bearing in mind the role of the Peacebuilding Commission, including its advisory role in relation to the Security Council, the lead departments working in partnership with the Peacebuilding Support Office will support the Peacebuilding Commission in relation to countries on its agenda, including through periodic conflict analyses and briefings.

28. Secretary-General's bulletin ST/SGB/2010/2 establishes the roles and responsibilities of the Department of Field Support. In pursuit of its mission to enable the efficient and effective execution of United Nations field mandates through the timely and responsible provision of integrated and high-quality support services in the areas of human resources, logistics, information and communications technology and financial management, the Department works within the overall policy and oversight framework and procedures established by the Department of Management in the areas of finance, budget and human and physical resources.

29. One of the key goals of the 2007 restructuring was the creation of a department to strengthen the efficiency and coherence of support provided to the field and to ensure effective oversight of field missions. The Under-Secretary-General for Field Support is accountable to field missions to deliver that support, overseeing total annual peacekeeping and special political mission budgets of over $8 billion. The Department is challenged to fulfil those responsibilities under a managerial framework that is essentially designed for structured Headquarters, rather than field-oriented, processes and demands. The increased delegation of authority from the Department of Management to the Department of Field Support in human resources management and procurement matters has largely yielded the intended benefits, as supported by feedback from field missions, which demonstrated a 69 per cent level of satisfaction by missions in the overall quality, efficiency and responsiveness of the Department of Field Support. However, the survey also indicated areas where further clarity could be achieved in terms of the Department's roles and responsibilities and strengthened guidance to the field. The framework of decision-making authority of the Under-Secretary-General for Field Support and lines of accountability from the field to the Department of Field Support would benefit from further clarity to enable a fully empowered and accountable support mechanism for field operations.

B. Unity of command and integration of effort in support of United Nations peacekeeping operations

30. In emphasizing unity of command and integration of effort, the 2007 restructuring proposals confirmed that the special representatives and heads of mission should report to me through the Under-Secretary-General for Peacekeeping Operations for all missions led by the Department of Peacekeeping Operations. Heads of mission have reported that the accountabilities are clear. In parallel with the Headquarters structures in the Departments of Peacekeeping Operations and Field Support and in order to empower the special representatives and heads of mission, the direct reporting line of the Director/Chief of Mission Support to the special representative/head of mission was established. Field missions have

responded positively to the change, with 81 per cent considering that the new reporting line better clarifies authority and accountability at the mission level.

31. For the first time in 2010, I have concluded a senior leadership compact with each of the special representatives and heads of mission to strengthen oversight and accountability. The compacts, which include strategic, special (planning, integration and policy) and management objectives and performance measures, provide a capacity for evaluating leadership performance against organization-wide standards. At the same time, they have been tailored to improve coherence between mission and Headquarters leadership in support of mandate implementation.

32. The restructuring of the Department of Peacekeeping Operations and the creation of the Department of Field Support proposed that the Under-Secretary-General for Field Support would report to the Under-Secretary-General of the Department of Peacekeeping Operations on all issues related to peacekeeping in order to ensure unity of command and integration of effort critical to backstopping the diverse and multidimensional operations led by the Department of Peacekeeping Operations. In resolution 61/279, the General Assembly noted the uniqueness of the arrangement and that it should not set a precedent. In that regard, shared resources and structures common to both Departments have helped to ensure continued integration of effort and effective command and control. Sixty-nine per cent of missions report that they have not encountered incidents of weakened unity of command since the restructuring; 75 per cent see low or no potential risk to unity of command.

33. Since the Department of Field Support is also responsible for providing support to field missions led by the Department of Political Affairs, a service-level agreement between the Under-Secretaries-General of the Departments of Field Support and Political Affairs has been concluded to delineate the responsibilities for meeting the administrative and backstopping support requirements of the special political missions led by the Department of Political Affairs. In that regard, it should be noted that approximately 93 per cent of the budget of the Department of Field Support is financed through the support account and therefore it must rely on economies of scale in meeting its support obligations to missions led by the Department of Political Affairs.

34. In 2008, the Departments of Peacekeeping Operations and Field Support promulgated a policy on authority, command and control to clarify related arrangements for uniformed components of peacekeeping operations so as to enable more effective integration of the mission effort in multidimensional peacekeeping operations. The evaluation capacity of the Departments is conducting an internal evaluation of the decision-making authorities and implementation responsibilities for peacekeeping at Headquarters, between Headquarters and the field, and within peacekeeping operations. The study aims to identify grey areas or gaps in the overall command and control structure, and ways to strengthen the system and the strategic roles of the Departments for peacekeeping operations. The evaluation findings will inform the review of the policy on authority, command and control, which will begin in March 2011.

35. In response to the observations of the Advisory Committee on Administrative and Budgetary Questions (A/64/753, para. 8), the Departments of Peacekeeping Operations and Field Support have clarified the roles and responsibilities and reporting lines of the units budgeted under the support account but located at the

United Nations Logistics Base in Brindisi,[2] the United Nations Liaison Office in Brussels and the United Nations Office to the African Union in Addis Ababa:

Position	*Reporting line*
Chief, Standing Police Capacity	Police Adviser, Office of Rule of Law and Security Institutions
Chief, Justice and Corrections Standing Capacity	Chief, Criminal Law and Judicial Advisory Section, Office of Rule of Law and Security Institutions
Leader, Integrated Training Service, Brindisi	Chief, Integrated Training Service, Policy, Evaluation and Training Division
Secretary, Field Central Review Body	Director, Field Personnel Division
Human Resources Officer, heading Reference Checking Unit	Chief, Recruitment and Career Development Section, Field Personnel Division
Senior Partnership Liaison Officer, Brussels	Director, Policy, Evaluation and Training Division
Senior Planning Officer, African Union Peace and Support Team, Addis Ababa	Head of the United Nations Office to the African Union[a]

[a] The Senior Planning Officer reports to the Head of the United Nations Office to the African Union on daily operational issues. The Department of Peacekeeping Operations provides the Head of the United Nations Office to the African Union with strategic direction on support for the African Union peacekeeping capacity-building, including the implementation of the "Prodi" report (S/2008/813-A/63/666).

36. In the context of the global field support strategy, all proposals to redeploy functions to a global service centre in Brindisi and the regional service centre in Entebbe are guided by the principle that the transferred capacities will report to the leadership of the Logistics Base or Regional Service Centre, as appropriate. All functions related to the strategic direction and oversight of all areas of operation and responsibilities for interaction with Member States will continue to be performed at Headquarters.

37. Joint departmental decision-making bodies continue to function smoothly and effectively at the strategic, policy and operational levels to support unity of command and integration of effort. Similarly, both Departments continue to be governed by a common doctrinal, policy and procedural framework supported by shared evaluation, knowledge management and training capacities. The arrangements have resulted in a unified vision, direction and guiding principles, and the application of common approaches and standards by both departments and field operations.

[2] The tenant units in Brindisi are administered by the Logistics Base.

C. Enhanced guidance and support for peacekeeping operations

1. Operations: strategic planning, direction and oversight

38. Improving the strategic planning, direction and oversight of peacekeeping operations was one of the principal aims of the 2007 restructuring. Member States have welcomed the more integrated and consultative Security Council and the troop- and police-contributing country and Secretariat planning processes set out in the non-paper (see para. 14 above). The consultations have been achieved through such measures as systematic briefings before and after technical assessment missions, thereby allowing time for discussions and deliberations with and briefings for troop- and police-contributing countries on reports of the Secretary-General one week before Council deliberations. As was the case with the assessments conducted in Chad, Côte d'Ivoire, the Democratic Republic of the Congo and Timor-Leste, the consultations enabled troop- and police-contributing countries to be better informed about the evolution of peace processes in those countries and promoted a shared understanding between the Secretariat and Member States on the future direction of the operations. In several countries, including Haiti, Liberia and Timor-Leste, country-specific benchmarks were developed to enable the Security Council to better monitor progress towards peace consolidation and to engage more effectively with host Governments and other stakeholders on the mandate and role of the mission. In addition, a survey on reporting procedures to identify the priority information requirements of the Security Council largely confirmed the usefulness of reports of the Secretary-General, in terms of format, content and frequency, in informing Member State deliberations on peacekeeping operations. Key survey recommendations were implemented, in particular on reinforcing timelines for the submission of the reports and strengthening expert-level consultations prior to their finalization.

39. Notable progress has been made to ensure an integrated United Nations approach in countries where peacekeeping missions are deployed alongside the presence of United Nations agencies, funds and programmes. New system-wide guidance and training activities were rolled out in 2009 and recognized in 2010 as outstanding initiatives for improving the delivery and effectiveness of United Nations programmes and services worldwide in the United Nations 21 Awards. Applying a new methodology, developed through the integrated mission planning process for the purpose, the Departments have also committed to the delivery of integrated strategic frameworks in all 10 integrated missions led by the Department of Peacekeeping Operations by mid-2011. To date, five frameworks have been completed, with the remainder under way. The objective of the frameworks is to ensure that the United Nations system at the country level has a shared vision of strategic objectives, clarity on results, roles and responsibilities and agreement on monitoring mechanisms in order to better leverage the capacity and impact of the United Nations system as a whole in contributing to peace consolidation in the country.

40. With dedicated risk management expertise in place and draft risk management policy and guidelines, the proactive identification, analysis, prioritization and, as feasible, mitigation of risk in missions piloting the policy and guidelines (United Nations Stabilization Mission in Haiti (MINUSTAH) and United Nations Interim Force in Lebanon (UNIFIL)) is enhancing the ability of the Organization to manage

areas of exposure and to take measures to control risk within acceptable boundaries. Emphasis is given to safety and operational protection, financial and reputational risk.

2. Political, operational and technical guidance and support

41. As specified in Secretary-General's bulletin ST/SGB/2010/1, the Assistant Secretary-General for Peacekeeping Operations serves as Deputy to the Under-Secretary-General for Peacekeeping Operations and is responsible, inter alia, for ensuring the development and effective implementation of overarching integrated strategies for operations led by the Department, as well as political direction and integrated operational support to those operations. The integrated operational teams in the Office of Operations constitute the principle mechanism for the delivery of integrated operational support to field missions and to leadership in the Departments of Peacekeeping Operations and Field Support.

42. Despite initial challenges, the teams, and the concept itself, have become an essential mechanism for delivering integrated support to the field missions they backstop and as the principle interface with intergovernmental bodies, troop- and police-contributing countries and Member States on cross-cutting, mission-specific plans and issues. Three years after the first integrated operational team was established, and with the benefit of self-evaluations that have led to improvements in their management and operations, the most recent feedback from field missions at the senior management level has been generally positive. At the working level, however, feedback has been more muted; 37 per cent of field operations reported that they were very or somewhat satisfied with the effectiveness, timeliness and responsiveness of the integrated operational teams, while the same percentage of missions expressed that they were somewhat dissatisfied. Over the past several months, it has been evident that various challenges still confront the optimal functioning of the integrated operational teams, as reflected in the 2010 Office of Internal Oversight Services audit, in particular in the flexible management of the resources allocated to the teams, based on operational requirements. In addition, adjustments have been made to clarify the roles and responsibilities of the integrated operational teams and the specialist areas. The progress, achievements and challenges of the teams are outlined in more detail in the report of the Secretary-General on integrated operational teams (A/65/669), submitted in response to General Assembly resolution 64/266.

43. The experience gained since 2007 epitomizes the challenges confronted by the Departments of Peacekeeping Operations and Field Support in applying the two distinct business models: one that employs matrix management techniques to an integrated strategic and operational Headquarters guidance and support function; and the other that strives to build centres of excellence that offer comparative advantages in delivering expert support to field operations. Thirty-one per cent of field operations reported incidents of conflicting instructions or untimely support due to communications or coordination issues. Despite the challenges and lessons learned, the value and validity of sustaining both models for the support of United Nations field operations remains. Experience demonstrates that, in circumstances where the models have been effectively balanced and managed, the benefits in terms of support for intergovernmental bodies and for field missions and leadership far outweigh the challenges. The Departments therefore remain committed to addressing key lessons learned, including the need for clarity of roles and responsibilities, including chain-of-command and accountability frameworks; agreed principles of

collaboration, coordination and consultation; and flexibility in the assignment and use of resources within the framework provided by United Nations financial regulations and rules and established procedures and processes, in anticipation of and response to operational requirements.

44. As part of the new horizon initiative, the Departments have engaged Member States in improving strategic planning towards a capability-driven approach that identifies options for a move from the traditional model of heavy infantry deployments to lighter, more mobile capacities that rely on key enablers. This work will set the groundwork for identifying such options and enable Member States to better meet immediate and medium-term capability requirements. The production and circulation of gap lists have been generally well received by the Security Council, troop- and police-contributing countries and Member States. They have contributed to raising awareness on mission-specific and cross-cutting gaps, while more effectively engaging potential troop- and police-contributing countries in terms of key priorities. The Departments are committed to updating the gap lists on a quarterly basis and are working with Member States to develop an appropriate clearing house mechanism to facilitate bilateral/multilateral arrangements that reduce identified gaps. Capability standards and related training for military and police personnel in key areas of activity are designed to improve peacekeeping performance in core and specialized functions. The Departments have also contributed to the ongoing comprehensive review of international civilian capabilities, led by the Peacebuilding Support Office, in order to project and more systematically meet such needs.

Shared resources

45. In its resolution 61/279, the General Assembly approved proposals for shared resources in the Office of the Chief of Staff and the Division of Policy, Evaluation and Training to facilitate integration of effort, policy coherence and the efficient use of resources. The Directors that lead the shared capacities report to both Under-Secretaries-General for Peacekeeping Operations and Field Support.

46. The Chief of Staff function was created to oversee the internal management of the Department of Peacekeeping Operations and to ensure the effective integration of the Departments of Peacekeeping Operations and Field Support at all levels. As part of those responsibilities, the Chief of Staff leads public relations, communications and information management, programme management, reform and change management activities and senior field leadership compacts and oversees the Executive Office, situational analysis and crisis management and the functions of the Focal Point for Safety and Security of United Nations personnel and premises in field operations. The report on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations (A/63/702) noted that, since the restructuring, the Office of the Chief of Staff had effectively served and supported both Under-Secretaries-General as a shared resource.

Safety and security

47. The Focal Point for Security better enables the Under-Secretaries-General to oversee the safety and security of United Nations personnel and premises in field operations, in close consultation with the Department of Safety and Security. The Focal Point advises and supports the Under-Secretary-General for Peacekeeping Operations in the performance of his responsibilities for the safety and security of

military troops and formed police units. Early achievements include the reflection of the peacekeeping dimension, in particular on issues affecting uniformed personnel, in inter-agency security management network security policies and procedures, of which 26 have been issued since July 2010. The Focal Point also successfully led the efforts of the Departments of Peacekeeping Operations and Field Support to extend the United Nations system security risk assessment model approved by the Chief Executive Board to include the military and police components of peacekeeping operations. That effort should result in the harmonization of security threat and risk assessments among the civilian, military and police components of peacekeeping operations, in improved awareness of security threats and risk, and in coherence in risk management measures.

Situational awareness and crisis management

48. Relocated to the Office of the Chief of Staff in the 2007 restructuring, the Situation Centre delivers timely and integrated situational awareness and facilitates crisis response for peacekeeping missions. The pace, volume and complexity of developments in field operations require the management of information as a strategic asset to guide informed decision-making. The Situation Centre therefore led the extensive review and revision of policies and processes so as to maintain effective situational awareness and communications between Headquarters and the field and, where appropriate, to improve the timeliness and quality of information gathering, collation, analysis and appropriate dissemination. These efforts drew on lessons learned through the management of crises in Côte d'Ivoire, the Democratic Republic of the Congo, Haiti and the Sudan. The Situation Centre also established a modest research and analysis capacity to improve reporting on trends for early warning, as well as emerging operational challenges. Examples include tracking developments on Somalia and armed groups in the Eastern Democratic Republic of the Congo, both of which have enhanced understanding of the situation and dynamics on the ground and Headquarters preparedness for crisis response, should it be necessary.

49. Through a business process improvement initiative, the Situation Centre developed a formal, shared crisis response mechanism to ensure a standardized, systematic and integrated approach in support of field operations, including through enhanced preparedness for crisis situations, appropriate responses and procedures for accelerated, unified information flow and decision-making. The mechanism gives mission and Headquarters leaders and managers a shared understanding of crisis situations and assists with timely decision-making during the crisis. It has been effectively employed to enhance preparedness and/or manage crises in Afghanistan, Côte d'Ivoire, the Democratic Republic of the Congo, Haiti and the Sudan. In order to further enhance the effectiveness of information-sharing, crisis response and inter-operability within the Organization, the Situation Centre is leading the Secretariat's exploration of the concept of a common crisis operations centre.

50. Building on an evaluation conducted by the Division of Policy, Evaluation and Training, the Situation Centre has developed, and promulgated in revised policies and guidelines, common standards for the structure and performance of integrated joint operations centres and joint mission analysis centres in the field. The efforts are contributing to increased consistency in the performance of joint operations centres and joint mission analysis centres across missions in such key activities as routine and special incident reporting, facilitation of crisis response and trend

analysis. Consistent monitoring of the implementation of the policies and guidelines will be needed to sustain improvements over time. The benefits of the activities have been experienced through improved internal Secretariat senior leadership briefings, as well as weekly briefings to troop and police contributors. The military and police adviser community has conveyed deep appreciation for noticeable improvements and the interactive format of the weekly briefings.

Public affairs

51. Created to manage media relations, departmental publicity, external relations, corporate messaging and internal communications, and to deliver technical advice and support to public information components in field operations, the Public Affairs Section collaborates with the Spokesman for the Secretary-General and the Department of Public Information to enable more effective, proactive and timely interaction with the media on peacekeeping and field support issues. In addition, it organizes quarterly press conferences by the Under-Secretaries-General of the Departments of Peacekeeping Operations and Field Support to update the media on developments and challenges in peacekeeping operations. In collaboration with field operations, the Departments of Peacekeeping Operations and Field Support at Headquarters have systematically developed strategic communications plans for significant events related to mission mandate implementation and crises to ensure consistent coordination between Headquarters and field operations on mission-specific or broader peacekeeping issues. The efforts have resulted in a more coherent approach to communications and greater consistency in messaging between Headquarters and the field for external and internal audiences. Examples include regular updates to media and staff on crises and response efforts in the aftermath of the Haiti earthquake, including through the creation of a special Facebook communications link that received extraordinarily positive feedback; the role of the United Nations in elections, including in Afghanistan, Côte d'Ivoire and the Sudan, and in the referendums in the Sudan; the role of the United Nations in the protection of civilians; and responses to allegations of sexual abuse and exploitation.

52. This strengthened public affairs capacity has also facilitated the development of a communications strategy to better leverage electronic, including social, media, which will be introduced in early 2011, and standard operating procedures to strategically manage the representational activities of both Departments in conveying key messages in a cost-effective and targeted manner.

Information management

53. Pursuant to the recommendation of the Office of Internal Oversight Services (see A/61/743), the Chief of Staff chairs a Department of Peacekeeping Operations/ Department of Field Support Information Management Committee to ensure the active engagement of leadership in developing and implementing the departmental information management strategy and projects. Through the mechanism, the Departments have been increasingly able to consolidate information management priorities and projects, link them directly to the departmental strategic and operational priorities and leverage corporate technological solutions, leading to a projected $450,000 reduction in project development funding for the 2011/12 period. The Peacekeeping Information Management Unit has led the redesign of the peace operations Intranet; the deployment of mission Intranet templates; the phased deployment, beginning in August 2010, of the strategic management system to

deliver real-time data and situational information in dashboard format to support leadership decision-making at Headquarters and in the field in 2012; and the operations reports repository for the secure storage and availability of Headquarters/field communications. The establishment of information management governance, in the form of policies, standards, procedures and systems, has increased accountability and strengthened the integrity, security and consistent management of information. In addition, capacity-building for records and information management focal points has reinforced organizational information management roles and responsibilities and has yielded efficiencies, including real-time access to business information to support decision-making and compliance with information security and records retention policies. It has also resulted in more effective records and archives management, achieving reductions in storage space requirements by almost 7,000 linear feet, with associated recurrent cost savings valued at almost $90,000 per year.

Policy, evaluation and training

54. The creation of the Policy, Evaluation and Training Division as a shared resource of the Departments of Peacekeeping Operations and Field Support was intended to secure linkages between policy and guidance development, systematic capturing of best practices and lessons learned and the standardization, design and delivery of training based on the evaluation of departmental and mission performance in key areas and related changes to or issuance of policy and guidance.

55. The Peacekeeping Best Practices Section is responsible for the policy and guidance framework of the Departments, cross-cutting thematic policy and advice (civil affairs, protection, gender and HIV/AIDS) and activities related to knowledge management lessons learned and best practices. Headed at the D-1 level, it is an organizational entity with the composition and size of a service that performs functions closely linked to cross-cutting policy and guidance. It is therefore recommended that this resource, which will continue to be shared by the Departments of Peacekeeping Operations and Field Support, be renamed the Policy and Best Practices Service.

Policy and guidance

56. As a complement to the restructuring of the Departments of Peacekeeping Operations and Field Support and in support of ongoing efforts to professionalize peacekeeping, the Departments committed to increase and improve guidance tailored to the needs of field operations and to develop standards for the performance of peacekeeping functions and activities. Since the 2007 restructuring, the Departments have issued an additional 170 guidance documents, which have been downloaded from the Peace Operations Intranet approximately 36,000 times to date. The establishment of standards and enhanced guidance have increased consistency in the performance of key functions. The roll-out of new policies and guidance materials, in such areas as police, elections and civil-military coordination and the mission start-up guide, have been well received. They are routinely employed by field missions and Member States in the training of their personnel. Sixty-nine per cent of field operations have indicated that the guidance materials are very adequate or adequate in terms of both quality and coverage. Baseline guidance now exists and is available to staff at Headquarters and in the field for all peacekeeping components.

57. For example, mission performance has improved in the key area of disarmament, demobilization and reintegration. According to a field survey conducted in May 2008 on the impact of United Nations system-wide integrated standards for the planning, implementation, funding and management of disarmament, demobilization and reintegration programmes, 89 per cent of respondents reported that their needs had been met by the standards and guidance; 95 per cent said that they had gained a better understanding of disarmament, demobilization and reintegration operations; 85 per cent reported improved planning, design and management of disarmament, demobilization and reintegration operations; 87 per cent had used the guidance for training, monitoring and evaluation of disarmament, demobilization and reintegration operations; 81 per cent found that they had been able to do their job differently; and 80 per cent had used the standards for policy formulation on disarmament, demobilization and reintegration operations.

58. The Department of Field Support has also recently produced key guidance documents. Examples include guidance to avoid any negative impacts of peacekeeping operations on the environment. The environmental policy approved in May 2009 requires missions to ensure that their impact on the local environment and on the health of local populations is managed and reduced, for example in terms of the control and prevention of oil and fuel leaks and the establishment of a waste management programme. Aviation safety and aviation operational risk management policies have introduced a more standardized approach to determining the level of risk associated with different types of flights and have, thereby, informed related decision-making.

59. In the context of the new horizon initiative, the Departments have dedicated particular attention to cross-cutting and critical areas of mandated activity that require consensus and clarity among peacekeeping stakeholders for their effective execution. Examples include the protection of civilians, a robust approach to peacekeeping, as well as the peacemaking/peacekeeping/peacebuilding nexus and transitions. Expected to be finalized by December 2010, the strategic framework to guide the development of mission-specific protection of civilian strategies will serve as a basis for related training modules and resource and capability requirement identification. Five missions with protection of civilian mandates have already developed or are developing strategies based on the draft strategic framework. The Departments are also producing a strategy to guide the prioritization and sequencing of critical early peacebuilding tasks in the areas of safety and security undertaken by peacekeepers. In addition, the Departments maintain their dialogue with Member States on enhancing the effectiveness of peacekeeping, including in terms of requirements to deter, through posture and action, threats to mandate implementation, the broader peace process and the safety and security of peacekeeping personnel.

Lessons learned/good practices

60. The knowledge management system of the Departments has strengthened the capacity to identify lessons learned and good practices and integrate them into standards, policy, guidance and training. Key lessons learned have informed new or revised policy, guidance and training, in such areas as formed police units, protection of civilians, and gender awareness among military and police personnel. The Departments have leveraged technology to increase the use of knowledge management tools; the number of communities of practice has increased from 3 in 2008 to 45 currently. This has resulted in a significant increase in knowledge-

sharing across a diverse range of functions at missions and between Headquarters and the field.

Evaluation

61. Since its creation in 2007, the evaluation capacity in the Office of the Director, Policy, Evaluation and Training Division has successfully delivered its responsibilities to evaluate and recommend improvements for field mission performance and Headquarters thematic processes. Thematic evaluations review processes of the Departments of Peacekeeping Operations and Field Support at Headquarters and/or across field operations to assess consistency and, as appropriate, identify cross-cutting issues and potential remedies. Evaluation findings and recommendations have informed the decision-making of the Departments regarding, for example, training capacities to fulfil new training policy requirements in field missions. They have also served as guidance for mission management and process improvements, in such areas as UNMIS support processes and UNAMID integrated information and communication processes. A 2008 evaluation of the joint operations and mission analysis centres at UNAMID, UNMIS and UNMIT led to revisions of the policies and guidelines for the centres in order to improve information-sharing and integrated assessments by those entities. The recommendations of the internal evaluation of integrated operational teams led to operational improvements for the teams, including through increased clarity on the division of labour with specialist functional areas, flexibility in the allocation of specialist resources to meet the operational demands of field missions and improved training for specialist officers to effectively perform their duties. Combined with support from the knowledge management team, such programmed and prioritized self-evaluations constitute an organizational tool for ongoing organizational and management improvements in the Departments of Peacekeeping Operations and Field Support and in the field.

Training

62. In order to improve performance and mandate delivery, the Departments have given priority to strengthening the peacekeeping training governance framework. In 2008, they issued a new United Nations peacekeeping training strategy, accompanied by policy and guidelines in April 2010 that clearly define the training responsibilities of Member States, the Departments of Peacekeeping Operations and Field Support and field operations. The framework sets out a training management cycle that ensures the cost-effective use of training resources and improves the preparation of all categories of personnel to undertake their duties as United Nations peacekeepers. It also establishes processes for defining training standards, based on organizational and departmental policies and guidance and ensures that civilian staff in peacekeeping operations are trained to meet the same organizational standards as the rest of the Secretariat in building a common organizational culture. Additionally, 128 trainers from Member States have been trained on predeployment training standards, which have been updated in accordance with such policy and guidance. The trainers are expected to train 19,000 uniformed personnel deploying to United Nations peacekeeping operations during the next year. In addition, 14 of the 88 United Nations staff and Member State participants that completed the updated senior mission leaders course since 2009 have been appointed to senior leadership positions in United Nations peacekeeping operations. Access to Secretariat-level standards of management and communications training is increasing for mission

personnel, owing to a more than 56 per cent increase in the number of mission trainers certified to deliver Office of Human Resources Management courses. A comprehensive review of progress in peacekeeping training is contained in the report of the Secretary-General (A/65/644).

Partnerships and cooperation

63. Since its creation in November 2007, the partnerships team has contributed to increasing the impact of its post-conflict engagement, by enhancing access to the full range of capacities and experiences of the broader United Nations system and its key partners. Building on the 2008 United Nations-World Bank partnership framework, several peacekeeping operations have worked closely with the World Bank at the strategic and operational levels. In the Democratic Republic of the Congo, Haiti and Liberia, the Department of Peacekeeping Operations, the United Nations Development Programme and the World Bank have collaborated on labour-intensive projects that have drawn on the military engineering contingents of the missions, United Nations Development Programme recruitment of local labour and World Bank financing. Lessons drawn were summarized in guidelines subsequently issued to all field operations led by the Department of Peacekeeping Operations. Recent partnership efforts have focused on improving interoperability and joint or coordinated planning with the European Union, which has deployed military and civilian operations alongside or in anticipation of United Nations peacekeeping operations in the Central African Republic, Chad and the Democratic Republic of the Congo. Following the deployment of the European Union-led peacekeeping force in the Democratic Republic of the Congo, joint United Nations-European Union guidelines on planning for joint deployments were developed and applied in the planning for Chad. Likewise, lessons learned from the European Union-United Nations transfer of authority for the peacekeeping force in eastern Chad and north-eastern Central African Republic were encapsulated in a jointly authored after-action review. This document may serve as an important tool for future dialogue between the two organizations on cooperation.

64. The Secretariat and the African Union have developed an operational partnership for peace and security through the implementation of the framework for the 10-year capacity-building programme for the African Union and support for the African Peace and Security Architecture. The partnership also entails a variety of short- and medium- to long-term initiatives as follow-up to the report of the African Union-United Nations panel ("Prodi report", A/63/666-S/2008/813), as well as various mechanisms in country-specific contexts.

65. The United Nations has assisted the efforts of the African Union Commission and regional entities to enhance their capacity to plan, deploy and sustain peacekeeping. Over the past year, the Departments of Peacekeeping Operations and Field Support and the Commission have enhanced information exchange, shared lessons, developed mechanisms to monitor readiness, built training capacity and enhanced cooperation. Efforts included providing technical advice (military, police, disarmament, demobilization and reintegration, security, and public information and support) related to the development of the African Standby Force and the African Union Mission in Somalia (AMISOM), in addition to the logistics support package provided through the United Nations Support Office for AMISOM and the Department of Field Support.

66. The support of the Departments provided to the African Union focused on training to enhance planning capacity and to prepare potential senior leaders. The support in terms of training is designed to enable the African Union Commission and the regional economic communities to assume responsibility for these efforts over time. Approximately 150 individuals have completed the training and are rostered by the Commission for possible deployment to future African Union peacekeeping operations. In addition, African Union experts in security sector reform participated in familiarization visits to Headquarters and in the United Nations annual inter-agency senior security sector reform practitioners' workshop.

67. Additional efforts were made to strengthen mechanisms for strategic dialogue between the United Nations and the African Union Commission. In Addis Ababa, the United Nations offices working in the areas of peace and security were rationalized with the establishment of the United Nations Office to the African Union on 1 July 2010. It has integrated the former United Nations Liaison Office to the African Union, the African Union peacekeeping support team and the United Nations planning team for AMISOM. The support elements of the joint support coordination mechanism of UNAMID have also been integrated into the new office. In addition, a United Nations-African Union joint task force on peace and security was established on 25 September 2010 to address strategic issues of mutual concern at the level of the Under-Secretaries-General for Political Affairs, Peacekeeping Operations and Field Support and the African Union Commissioner. It will meet twice a year, alternately in New York and Addis Ababa.

68. The partnerships team supports such coordination mechanisms as the United Nations-European Union steering committee and staff talks, where discussions have addressed practical operational issues of concern in a number of contexts where the United Nations and European Union work side-by-side. The steering committee has also served as a useful platform for reaching agreement on joint work programmes in a number of cross-cutting areas, such as an international policing doctrine, security sector reform and gender. In addition, the Departments have supported new cooperation frameworks at the Secretariat level with regional organizations, including the Collective Security Treaty Organization. The partnerships team has explored avenues for cooperation with the Association of Southeast Asian Nations, focusing in particular on how regional civilian capacities can best contribute to global peacekeeping efforts. As peacekeeping operations start drawing down, their engagement with partners becomes more essential in order to ensure a sustainable transition to longer-term peacebuilding.

Oversight and accountability

69. In the context of a business process improvement initiative to streamline and enhance the procedure of designating staff to perform functions with significant responsibility for human, financial and material resources, the Departments of Management and Field Support are developing a framework for field-to-Headquarters reporting on the exercise of delegated authorities. In order to further strengthen the chain of command and complement efforts to review and align current delegations of authority, the Department of Field Support is preparing for the introduction of International Public Sector Accounting Standards through the development of an accountability framework that ensures clarity of roles and responsibilities and delegations of authority that flow from the Under-Secretary-General for Field Support to heads of mission and directors/chiefs of mission

support, and takes into account, inter alia, the direct delegations of authority from the Department of Management and the provisions of section III, paragraph 7, of General Assembly resolution 59/296.

Conduct and discipline

70. A shared resource for the Departments of Peacekeeping Operations and Field Support, the Conduct and Discipline Unit in the Department of Field Support has strengthened oversight and accountability in the management as well as the prevention of misconduct, through the development of policies and programmes that promote the highest standards of conduct and set procedures to take appropriate and prompt action on misconduct. Working with conduct and discipline teams in field missions and with United Nations system partners, the Unit has introduced systemic measures to prevent misconduct, including predeployment and induction training for all categories of personnel and the recording and follow-up of all allegations of misconduct. This has increased the capacity of the Organization to identify and mitigate the risks associated with the conduct of personnel and to take appropriate and prompt departmental action on all allegations of misconduct substantiated by investigation to the relevant Secretariat authorities or Member States. Concrete steps to strengthen the conduct and discipline framework include revised legal, policy and administrative documents that now hold all categories of personnel accountable to the same United Nations standards of conduct, additional guidance that supplements the initial framework, including the comprehensive strategy to address sexual exploitation and abuse and the victims' assistance strategy and the implementation in July 2008 of a new case management tool. The tool has improved the Organization's ability to manage and report on allegations of misconduct, including the production of statistical data. Such data has been publicly available through the United Nations Conduct and Discipline website since December 2009. The tool also serves as a secure and practical means for authorized officials to communicate confidential information and to vet all civilian candidates selected for field assignments for prior misconduct. Combined, these achievements have resulted in a more structured and comprehensive organizational response to conduct and discipline issues, through clarity in roles and responsibilities, improved coordination between United Nations entities at Headquarters and in the field, and the elimination of duplication of effort.

Audit response and the Board of Inquiry

71. The 2007 restructuring proposals identified insufficient capacity to manage external and internal audit responses, review the Board of Inquiry process and systematically promote lessons learned and best practices as contributing factors to efforts to address weaknesses and increased exposure to risk. Through a modest strengthening of capacity and a change in reporting lines to the Assistant Secretary-General for Field Support, the audit response and boards of inquiry team has performed systematic monitoring to ensure appropriate action on all oversight body and Board of Inquiry findings and recommendations. Supported by an audit tracking and Board of Inquiry database rolled out to all offices in the Departments of Peacekeeping Operations and Field Support and field operations, this sustained follow-up has resulted in a 70 per cent reduction in outstanding Office of Internal Oversight Services recommendations under the purview of the Departments between June 2007 and June 2010, and a 15 per cent reduction in the number of repeated

Board of Auditors recommendations over the same period. Improved performance in these key areas has led to significant achievements in addressing gaps and achieving improvements in such areas as air safety management, leading to a reduction in the number of air safety incidents reported; procurement planning and performance evaluations of vendors, resulting in cost savings through advance planning and better quality of services and products procured; and field recruitment, leading to a reduction in overall vacancy rates in field operations. The period from January 2009 to March 2010 also witnessed a 61 per cent reduction in outstanding Board of Inquiry recommendations. In addition, experiences, lessons learned and best practices identified in Board of Inquiry reports since July 2007 have been applied in updating the standard operating procedures to guide the Board of Inquiry in all field operations.

Mission leadership

72. The strengthening of the Senior Leadership Appointments Section and its relocation to the Office of the Under-Secretary-General for Field Support has improved the Organization's ability to identify and attract suitably qualified leaders for positions in field operations. A 2009 business process improvement project resulted in a formal and systematic process for succession planning, vacancy management and oversight for field leadership appointments, enabling the Departments to adopt a holistic view of mission leadership teams and requirements across missions, to enhance capacity to proactively plan and strategically manage senior mission appointments, and to contribute to effective senior leadership team-building that meets the numbers and scope of high-level political and operational leadership profiles across all peacekeeping and special political missions. In addition to deploying ad interim leadership teams within extremely short time frames to meet leadership gaps in the aftermath of the Haiti earthquake, and in Afghanistan, Côte d'Ivoire and Darfur over the past year, the improvements have reduced gaps between field leadership appointments from a median of 87 days in 2007/08 to 31.5 days in 2009/10. Dedicated attention to upholding organizational gender goals has led to improved gender balance at the levels of heads and deputy heads of missions, up from 2 per cent in 2007 to 22 per cent at present. In addition, the introduction of a senior-level trouble-shooting mechanism comprising the heads of the Departments of Political Affairs, Peacekeeping Operations, Field Support, Humanitarian Affairs and the United Nations Development Programme, offers active support for the effective functioning of integrated leadership teams in field operations.

3. Specialist areas

Rule of law and security institutions

73. Recognizing that peacekeepers are early peacebuilders, in its resolution 61/279, the General Assembly established the Office of Rule of Law and Security Institutions to integrate police, judicial, corrections, disarmament, demobilization and reintegration, mine action and security sector reform structures and functions within the Department of Peacekeeping Operations.

74. Experience since 2007 reinforces the significance of the creation of the Office, particularly as a locus of specialized support for peace operations and a key interlocutor with Member States, the United Nations system and external partners in

support of rule of law and security mandates in the field. It has improved the ability of the Organization to carry out complex, recurring early peacebuilding mandates in the areas of safety and security, as defined in the report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304). In order to further support an integrated approach, the Departments of Peacekeeping Operations and Field Support are developing with United Nations system partners an early peacebuilding strategy to guide the prioritization and sequencing of safety and security initiatives.

75. The benefits of a consolidated rule of law approach are evidenced by the improved ability to backstop core mandated operational activities in 17 peacekeeping operations and special political missions and to collaborate with the United Nations system and engage in wider partnerships. For example, in Southern Sudan, the UNMIS justice and security sectors advisory and coordination cell was established subsequent to a joint assessment mission undertaken by the Office of the Assistant Secretary-General for Rule of Law and Security Institutions/United Nations Development Programme (UNDP). A joint rule of law assessment mission to Timor-Leste by the Office of the Assistant Secretary-General for Rule of Law and Security Institutions and UNDP experts also resulted in a joint security sector reform project on civilian oversight and democratic governance and a jointly supported programme on policing. Since the 2007 restructuring, field operations report improvements ranging from 27 to 53 per cent in the direction and support given by headquarters on rule of law and security institutions issues. At the same time, all multidimensional operations with a rule of law mandate report that the Office has been effective in dealing with policies and strategies that cut across the Office's rule of law and security institution components and in dealing with partners.

76. The Police Division was restructured and strengthened pursuant to General Assembly resolutions 63/287 and 64/271. Implementing Office of Internal Oversight Services recommendations on the management of United Nations police operations, the Department of Peacekeeping Operations reassessed the organization of the Police Division to enhance the effectiveness of its operations; to address vacancy rates and streamline the police recruitment process by creating a single entity staffed by human resources specialists; and to improve communication with police contributing countries and field missions in synchronizing the rotation of United Nations police. By its resolutions 63/287 and 64/271, the Assembly authorized 20 additional positions for the Police Division, positioning it to more effectively and efficiently select and recruit qualified police experts and well-prepared and equipped formed police units for peacekeeping operations, while enabling it to liaise closely with Member States and focus on all strategic planning aspects of the police components of peacekeeping operations and special political missions.

77. Strategic planning guidance has assisted the field missions and the police and other law enforcement agencies of the host States in Chad, the Democratic Republic of the Congo, Haiti, Kosovo, Liberia, the Sudan and Timor-Leste in developing their police reform and development operations planning and assessment. Planning assistance to MINURCAT, MINUSTAH, MONUSCO, the United Nations Peacekeeping Force in Cyprus, the United Nations Integrated Peacebuilding Office in Sierra Leone, UNMIK, UNMIL, UNMIT and the United Nations Operation in Côte d'Ivoire, through the development of a United Nations police concept of operations based on the recently devised integrated mission planning process

template, has resulted in a clear vision and performance metrics, as well as the prioritization and better sequencing of police-related mandated tasks.

78. As requested by the General Assembly in paragraphs 11 and 12 of its resolution 64/271, I will include my assessment of the level of the post of Police Adviser in the context of the support account for peacekeeping operations for the period from July 2011 to June 2012, recognizing the significant role of the Police Division of the Department of Peacekeeping Operations in contributing to peacekeeping operations, including their peacebuilding efforts, and the increase in the policing dimension in a number of operations.

79. Through the increased capacity to undertake predeployment selection assessments, a nearly 100 per cent increase was achieved in police officers tested — from 12,150 in 2009 to 24,050 in 2010 — resulting in a decrease in the overall field vacancy rate from 25.6 per cent in 2009 to 21.3 per cent in 2010. In addition, the representation of women in the United Nations police capacity has increased from 7.8 per cent in August 2009 to almost 10 per cent in November 2010. Such efforts will continue in order to achieve the target of 20 per cent by 2014.

80. Based on a review of existing structures and informal consultations with police-contributing countries, it is proposed that the Mission Management and Support Section be separated into two sections, so that one section would focus on mission management and support, and the other would serve as a dedicated capacity, called the Selection and Recruitment Section, to ensure transparency, autonomy, accountability, consistency and standardization, and enhance the effectiveness and efficiency, of all processes related to the recruitment, selection and deployment of police personnel. The establishment of the new Selection and Recruitment Section would be cost-neutral.

81. The expansion of the standing police capacity and the creation of a complementary standing justice and corrections capacity, approved by the General Assembly in its resolution 64/270, once fully staffed, would constitute a strengthened capacity to support field missions at the start-up, downsizing or other critical transitions and phases. Although funded through the support account, these rapidly deployable capacities represent key enablers for all field presences.

82. The expanded Criminal Law and Judicial Advisory Service has strengthened capacities on the ground by increasing in situ assessment and technical support to justice and corrections components, resulting in improved legal frameworks and strengthened national institutions in Afghanistan, Burundi, the Democratic Republic of the Congo, Haiti, Liberia, the Sudan and Timor-Leste; by assisting missions in their support for the development of national rule of law reform strategies in Afghanistan, Darfur, the Democratic Republic of the Congo, Haiti, Liberia, Southern Sudan and Timor-Leste, resulting in nationally led and coordinated reform processes and also contributing to the mobilization of additional resources; by strengthening assistance to the host countries to ensure safe and humane prison systems, contributing to reduced security risks and improved prison conditions; and by delivering a training course for judicial affairs and corrections officers, enabling them to assist national actors in accordance with guidance materials and identified best practices.

83. The expertise offered to Member States and missions by new capacities, such as the Security Sector Reform Unit, has enabled the more effective delivery of

mandates. For example, the system-wide strategic approach to security sector reform has ensured consistency and coherence in supporting regional and national security sector reform efforts, such as for the African Union and Guinea Conakry. Training delivered to over 350 practitioners from all United Nations entities engaged in supporting national security sector reform efforts has reinforced the system approach and strengthened the Organization's expertise in this area. Guidance being finalized in core areas of security sector reform activity will further support the effort. In addition, the rapid deployment of security sector reform expertise from the newly established roster has resulted in more effective assessment and planning of security sector reform initiatives at the country level, as well as more effective and efficient international and regional support.

84. Recently issued guidance on and future training for practitioners on the disarmament, demobilization and reintegration/security sector reform nexus and interlinkages between disarmament, demobilization and reintegration and transitional justice will enhance the Organization's ability to ensure that post-conflict stabilization measures are properly coordinated. The second generation disarmament, demobilization and reintegration concept, set out in the publication *Second Generation Disarmament, Demobilization and Reintegration Practices in Peace Operations: A Contribution to the New Horizon Discussion on Challenges and Opportunities for United Nations Peacekeeping* issued in January 2009, will allow the United Nations to consider alternative activities that can be implemented in order to build trust in a peace process, contribute to a secure environment and help to put in place the foundation for longer-term peacebuilding in situations where traditional disarmament, demobilization and reintegration alone would not suffice.

85. Where appropriate, and resources permitting, rule of law specialists support special political missions, through engagement in assessments, recruitment and guidance in the areas of security sector reform, disarmament, demobilization and reintegration and police, including the standing police capacity, justice and corrections. As a general rule, the Department of Political Affairs bears the cost of field deployments in support of special political missions.

Military affairs

86. By its resolution 61/279, the General Assembly approved the creation of the Office of Military Affairs, headed at the Assistant Secretary-General level, along with a further strengthening of the Office one year later under its resolution 62/250, in response to proposals set out in the report on the comprehensive analysis of the Office of Military Affairs (A/62/752). The impact of this strengthening is addressed in the subsequent report (A/64/572 and Corr.1).

87. Strengthened policy and doctrine, liaison, planning and force generation capacities have better equipped the Office to enhance its engagement with troop-contributing countries, resulting in improved capacity to deploy to specific missions. Examples include assessment and predeployment visits to new troop-contributing countries to assess, instruct and coach, resulting in well-prepared and well-equipped battalions deploying to peacekeeping operations. Strengthened expert capacity has allowed for the planning of specialized land, aviation and maritime/riverine operations, as well as maritime doctrine development and maritime task force planning for UNIFIL. Augmented force generation has enabled the Organization to better manage the record numbers of military contingents and

individually deployed personnel, with a specific benefit being the additional effort to bring emerging troop-contributing countries into the standby arrangements system and the addition of five new contributors to peacekeeping operations. Furthermore, the system will transition to a web-based, interactive tool to improve data accuracy and response time. Additional resources have expedited processes for the production of memorandums of understanding, predeployment and reconnaissance activities and, in collaboration with the Department of Field Support, contingent-owned equipment negotiations.

88. The creation of an assessment team has yielded qualitative improvements in briefings to Member States, in particular troop-contributing countries, on military threat and risk assessments in field operations and potential zones of conflict that might impact on peacekeeping operations. The dedicated policy and doctrine development capacity has improved the Office's ability to support troop contributors and field operations, by drawing on lessons learned and best practices to develop guidance materials in such key areas as civil-military coordination, the protection of civilians and the assessment and mitigation of security risks, and to ensure that the military perspective is appropriately reflected in cross-cutting peacekeeping and support policies. More broadly, the strengthened Office has been able to engage in such new initiatives as the new horizon capability-driven approach and robust approach to peacekeeping initiatives and the global field support strategy. In collaboration with the Department of Field Support, the Office of Military Affairs and the Police Division are developing a modular "200-man" camp concept, which includes standardized information and communications technology, and security and logistics components, and which is designed to facilitate the smooth deployment of troops and police.

89. Improvements have also been evident in the rapid deployment of military experts from Headquarters to assist missions with start-up, surge or crisis response phases. Recent examples include the deployment of a team to UNAMID headquarters to support the Force Commander in establishing processes and procedures to streamline the management of the military component, the deployment of liaison officers to the United States Southern Command and a planning team to Port-au-Prince in response to the Haiti earthquake in January 2010.

90. Overall, 69 per cent of field operations reported sustained (25 per cent) or improved (44 per cent) quality, timeliness and responsiveness in the direction and support given by the Office.

Field support

91. The ability of the Organization to fulfil its political, peacekeeping and peacebuilding mandates inherently depends on its capacity to support its activities effectively and efficiently on the ground in the most challenging operational circumstances. The establishment of a dedicated department headed at the level of Under-Secretary-General has raised the profile of support and has meant that support issues have begun to inform decision-making processes, including in the Security Council. Experience has shown that more informed decision-making on crucial support aspects has a positive impact on mandate implementation.

92. As manifest in the global field support strategy, the Department is moving towards becoming a strategic enabler that is positioned to effectively provide resources and management services to all of the Organization's field operations,

including those led by the Department of Political Affairs, and has leveraged its capacities to play a key role in the efforts of the Organization to address challenges before the international community in new ways. In the 2010 survey, 63 per cent of field operations reported improvements in the overall quality, timeliness and responsiveness of direction and support given since the establishment of the Department of Field Support.

93. Through its United Nations Support Office for the African Union Mission in Somalia, the Department of Field Support has delivered logistical support to the African Union in Somalia, including by creating a sustainable supply route to Mogadishu from Mombasa, Kenya, for essential supplies. The Department has also worked on behalf of the Secretary-General with the African Union and the Government of the Sudan to secure the safe and steady passage of personnel and physical resources to facilitate the full deployment of UNAMID. The Department also has worked closely with the United Nations Assistance Mission for Iraq and the United Nations Assistance Mission in Afghanistan to develop practicable long-term solutions to their operational challenges and security threats, including the use of off-shore structures and discretionary measures to recruit and retain staff that are within the authority delegated to me by the General Assembly. Moreover, the Department has supported the planning and assisted in the transformation of United Nations presences in Guinea-Bissau and the Central African Republic into integrated peacebuilding offices and is presently advising the Department of Political Affairs on the establishment of a regional conflict prevention centre in West Africa.

94. Based on the experience gained from over three years of operation, and in line with ongoing work on implementing the global field support strategy, the Department of Field Support has identified the need to determine the optimum allocation of the Department's specialist resources between the integrated operational teams and the Office of the Under-Secretary-General for Field Support. While the integrated operational teams deliver integrated, cross-cutting support to specific peacekeeping operations, the senior management of the Department of Field Support is responsible for giving guidance and policy advice to all peacekeeping operations and special political missions in all areas of administrative and logistical support. It is also responsible for maintaining a strategic overview both across all field presences on support functions and initiatives. Allocation of appropriate resources to the senior leadership of the Department of Field Support is essential so that appropriate strategic oversight is provided over the resources appropriated by the General Assembly for the Organization's field activities, according to operational priorities and in line with Organization-wide policies and priorities.

Human resources management

95. Informed by a comprehensive 2005/06 review of the structure and processes of field personnel management and support, it was proposed that the Personnel Management and Support Service be restructured into the Field Personnel Division, strengthening both specialist and operational support capacities. It was also determined that the Division should be empowered by expanded delegations of human resources management authorities to more effectively recruit, manage and administer field personnel.

96. The growth in recent years in field mission civilian staffing levels and the evolving requirements for specialized expertise have rendered effective strategic and

operational human resources management critical to the success of field missions. In order to strengthen the leadership, management and operational capacities to better manage the size and scope of human resources management in the field, the Field Personnel Division was created with two Services, dedicated to foundational support and operational support. The reorganization clarified roles and responsibilities and enabled sustained day-to-day operational support to individual missions and consistent attention focused on strategic human resources management in such areas as policy, workforce planning, recruitment, staffing and career development.

97. The expansion of the delegations of authority of the Division was designed to allow improved service delivery to the field on such issues as job classification, approval of movement to a higher level and discretionary decision-making authority in the management of staff and the administration of benefits. Nonetheless, challenges continue with human resources management systems, with 69 per cent of field operations reporting that the quality, timeliness and responsiveness of guidance and support given by the Division on human resources management matters had remained the same (44 per cent) or had somewhat/significantly improved (25 per cent), and 25 per cent indicating some decline since October 2008, as new recruitment and selection processes modelled on headquarters systems and mechanisms were introduced. However, at the Headquarters strategic and policymaking level, the new structure has allowed for more systematic and better coordinated inputs with the Department of Management on issues affecting conditions of service of field staff and overall human resources management reform.

98. Strengthened training and self-monitoring capacities enabled the further delegation of authorities to field missions for the selection of staff, their on-boarding and certain administrative functions. Sixty-two per cent of field operations recently surveyed considered the delegations to be adequate, while 31 per cent expressed the need for higher levels of delegation. To ensure that delegated authorities are appropriately exercised, the Field Personnel Division is developing human resources management e-learning programmes for human resources practitioners in the field. In collaboration with the Office of Human Resources Management, the Division conducts self-monitoring exercises, including through the introduction of human resource management scorecards, as described in the report of the Secretary-General on the overview of human resources management reform (A/65/305).

99. The Field Personnel Division was also able to reform the roster-based recruitment process into a new system that takes a proactive, centrally managed approach to staffing, by developing rosters of qualified candidates assessed by expert panels, endorsed by a field central review body and ready for immediate selection by mission managers under their delegated selection authority. Streamlined contractual arrangements under one set of staff rules, approved by the General Assembly in resolution 63/250, enabled the creation of one, global Secretariat, integrating the field and Headquarters. The integration guides the new staff selection system, which governs both the field and Headquarters. The new system gives the Under-Secretary-General for Field Support the flexibility to laterally transfer staff who have been vetted through a central review body mechanism across missions without advertisement of the position, better enabling the Department to deploy staff more rapidly at the start-up, expansion, liquidation or crisis periods in the lifespan of a mission and allows for the redeployment of staff from downsizing or liquidating missions. As a result, vacancy rates have decreased from 30 per cent as at 30 June 2009 to 15 per cent as at 30 June 2010, for locally recruited staff, and from 28 per

cent as at 30 June 2009 to 24 per cent as at 30 June 2010, for international staff. The new staff selection system also requires hiring managers to give due consideration to candidates from troop- and police-contributing countries for positions in peacekeeping operations and posts funded under the support account. As at 31 August 2010, 88 per cent of mission staff were nationals of troop- and police-contributing countries.

Financial management

100. In response to the level and complexity of financial and collaborative arrangements with regional organizations and the broader United Nations system, the General Assembly approved the strengthening of the Field Budget and Finance Division. The intended benefits of this strengthening were improved guidance and support to field operations in budget development and daily operations.

101. The Field Budget and Finance Division works closely with the Department of Management, specifically the Peacekeeping Financing Division, on peacekeeping operations, and the Programme Planning and Budget Division, on special political missions, in preparing and presenting field budgets. The ongoing implementation of wider financial and budget management reforms throughout the Organization, in particular the introduction of the International Public Sector Accounting Standards and the enterprise resource planning project (UMOJA) are expected to result in an optimized budget process, which will better serve both Member States and the field. A further review should also be undertaken of the budgetary tools and processes used to finance, for example, integrated offices and collaborative arrangements that bring together functions that have historically been budgeted according to different processes and timelines.

102. Since July 2007, the budget development process was streamlined and the preparation of budgets improved, particularly through the deployment of integrated Abacus teams to support the development in situ of field budgets. Results include improved compliance with budget submission deadlines for peacekeeping operations, from 50 per cent in the 2007/08 period to 100 per cent in the 2008/09 and 2009/10 periods. Legislative bodies have also acknowledged improvements in the quality of budget proposals submitted during the sixty-third and sixty-fourth sessions of the General Assembly. Eighty-one per cent of field operations reported that support for the budgeting and finance function had remained the same (50 per cent) or had improved (31 per cent). Strengthened quality assurance measures — such as cross-mission analysis of resource requirements, the development and adherence to benchmarks (i.e., costing standards and resource ratios), the integrated review of mission budgets by integrated operational teams, as well as by joint departmental senior review teams, in addition to enhanced training for budget offices, have improved the consistency of budget estimates and have resulted in an improved overall field operations budget implementation rate, which rose from 92 per cent in 2007/08 to 97 per cent in 2008/09. Further improvements in the alignment of resource requests with operational requirements are expected over time to contribute to reductions in overexpenditures and underexpenditures.

103. The strengthening of the Field Finance and Budget Division has also resulted in the strengthening of field mission capacity for financial resource management and reporting. The "PACT" programme has enabled the Organization to intensively train new field budget and finance officers for deployment to field operations within

a three-month period to fill critical vacancies. In situ training on field financial systems and budgeting methodology, the introduction and maintenance of a field finance manual and the transfer of skills through support visits have all contributed to increased substantive expertise in the field. The Division's contribution to field-based support packages for the implementation of the enterprise resource planning system, International Public Sector Accounting Standards and the global and regional support centres are all aimed to better prepare field financial professionals for new business practices.

104. In addition, support for troop- and police-contributing countries has improved. Despite a 69 per cent increase in the volume of claims for contingent-owned equipment management since 2006/07, the Division has reduced the average processing time for reimbursements from six months to three months, through the application of business process improvements and the associated strengthening of supporting systems.

105. As part of the implementation of the global field support strategy, the financial framework for mission start-up or expansion has been strengthened through approval by the General Assembly of access to up to $100 million from the Peacekeeping Reserve Fund and up to $50 million of the strategic deployment stocks without replenishment, leading to more robust financing of new operations without additional funding from Member States. Such measures aim to expedite the funding process, better align requirements for mission start-ups and expansion and enable the rapid deployment of material and human resources to the field. Based on more realistic resource requirements, a proposed standardized funding model for the first year of a peacekeeping operation is being prepared for consideration by the Assembly at the second part of its resumed sixty-fifth session and should also contribute to rapid mission start-up and deployment. Additional details are provided in the report of the Secretary-General on the global field support strategy proposed standardized funding model (A/65/643).

Logistics

106. Logistical support for peacekeeping is a key strategic enabler of mandate implementation. The operational support requirements for United Nations peacekeeping are complex and vary across and between missions, ranging from the delivery of rations to remote and hostile environments to managing the rotations of troops and other personnel using a variety of different transport assets. While each mission has different needs, particular operational requirements and resources common to all missions, such as rations, fuel, ground and air transport, represent some of the most significant cost drivers of United Nations peacekeeping.

107. While the establishment of the Department of Field Support did not significantly change the Logistics Support Division, aside from the creation of a separate Information and Communications Technology Division (see para. 112 below), the creation of a dedicated support department headed at the Under-Secretary-General level laid the foundation for developing a more strategic and global approach to field logistics management. Fifty per cent of field operations surveyed considered that the quality, timeliness and responsiveness of logistics management had improved. Experience gained in managing the global logistics operations underpinned development of the global field support strategy. A key element informing the strategy is the concept of shared services delivered through

service centres (regional and global service centres) to allow for synergies, cost efficiencies and economies of scale, as well as the possibility to reduce the in-mission footprint and thereby improve the safety and security of staff.

108. The development of the service centre concept led to the re-profiling of the United Nations Logistics Base at Brindisi, Italy, to become a global service centre. The Base is also playing a key role in the modularization pillar of the global field support strategy, developing service modules for missions globally. Such predefined logistics packages will allow for faster and more efficient deployment of missions and more predictable planning for the acquisition of goods and services required by missions. The Logistics Support Division at Headquarters is working closely with the Logistics Base to implement a global approach to logistics management. More detailed information on the implementation of the service centre and modularization concepts is contained in the global field support strategy progress report (A/65/643).

Procurement

109. Effective procurement remains a key enabler for mission mandate implementation. The Department of Field Support and the Department of Management have continued to collaborate to improve delivery of procurement support through streamlining processes while adhering to the principles of strong internal controls, oversight and accountability.

110. A Secretariat-wide procurement governance framework has defined roles and responsibilities, lines of accountability and streamlined procurement procedures for field operations. Sixty-two per cent of field operations considered that the delineation of roles and responsibilities was very or somewhat clear, while 31 per cent reported that those were somewhat or very unclear. To enable more timely and efficient procurement, the Department of Management increased the delegation of procurement authority to the Department of Field Support in August 2008 from $200,000 to $500,000 for procurement cases that are neither core nor contained special requirements. As a result of the increased delegation, field operations are able to locally approve more cases, thus reducing the number of cases sent to the Headquarters Committee on Contracts and reducing the processing time for cases that had previously required the Committee's approval. In 2008, missions submitted 589 cases to the Committee; that number was reduced to 479 and 411 in 2009 and 2010, respectively. Eighty-one per cent of field operations reported that the level of delegation was adequate, while 12.5 per cent believed that higher levels of delegation were needed.

111. Established as a Department of Management pilot in July 2010, a Regional Procurement Office in Entebbe, staffed by both the Procurement Division and field staff, procures materials and services for peacekeeping operations and offices in East and Central Africa. Once issued to the Office, the proposed increased delegation of procurement authority will allow the anticipated streamlining of the procurement process, consolidation of requirements and cost-sharing across missions, leading to economies of scale. Through proximity to peacekeeping operations in Africa, it should also deliver more responsive support in closer alignment with and understanding of the needs and priorities of the missions it supports. The Regional Procurement Office will also deliver regional support in managing, administering and implementing procurement reform initiatives. While in line with the global field support strategy approach in the establishment of the

Regional Service Centre in Entebbe, the Regional Procurement Office reports directly to the Department of Management.

Information and communications technology

112. In resolution 61/279, the General Assembly created the Information and Communications Technology Division from the Communications and Information Technology Service that had previously existed. The new Division was given strengthened leadership capacity under General Assembly resolution 62/250, with the upgrade of the Director position. The proposal was based on a requirement to manage the continued growth in scale and scope of information and communications technology activities in field missions; provide technical support for the implementation of enterprise systems in peace operations; reduce duplication of effort between the Information Technology Services Division of the Department of Management (now part of the Office of Information and Communications Technology); place information and communications technology services closer to stakeholders; and better support field mission mandate delivery.

113. Information and communications technology has also been better leveraged to assist Headquarters and field operations in achieving peacekeeping mandates, particularly in areas such as rule of law and security institutions, police and military applications, as well as policy, knowledge management, evaluation and training. The support also underpins the implementation of the global field support strategy, including infrastructure and information systems, to support the creation of the Regional Service Centre in Entebbe, and critical components of the modularization initiatives, in particular, the 200-man camps currently under development in consultation with Member States.

114. Collaboration with the Office of Information and Communications Technology in the development and implementation of information and communications technology strategies and policies has ensured that field activities are aligned with the Secretariat-wide information and communications technology vision, policy and standards. The Information and Communications Technology Division also ensures that the operational needs of the field are taken into consideration. These include field-specific requirements, operational tempo, operational conditions (i.e., local infrastructure) and the maintenance of chain-of-command. In addition, the facilities at the United Nations Logistics Base are being leveraged, through service level agreements, to support wider organizational needs, including hosting enterprise systems for the Secretariat. This will enable the Organization to achieve economies of scale and scope and ensure robust and reliable connectivity with field operations.

115. While managing a client base of over 130,000 over 450 major communications links in place and over $1 billion in systems contracts for major information and communications technology equipment, the Division has undertaken a number of strategic initiatives to manage the volume of work. A regional approach to delivery is to eliminate duplication of effort, ensuring consistency in service across missions and achieving economies of scale. In its report (A/64/660), the Advisory Committee on Administrative and Budgetary Questions recognized the potential benefits of that approach, as endorsed by the General Assembly in its resolution 64/269 on the basis of the recommendations contained in the overview report. Further information about the regionalization project across the missions in the Middle East (UNIFIL, the United Nations Disengagement Observer Force, UNFICYP and the United Nations

Truce Supervision Organization) is included in the 2010 budget submissions for those missions. The project is already achieving these goals. Recurrent annual financial reductions in excess of $3.5 million have been realized, including a reduction of 17 posts. The centralization of applications has reduced the mission support footprint in field operations. The virtualization and consolidation of data centres has also contributed to achieving economies of scale. In addition, collaboration with the Office of Information and Communications Technology and the Department of Management has ensured that enterprise solutions address the often unique technology-based requirements of the field, such as the need to operate over high-latency, satellite-based communications links, and the field's wide area network. Piloting of systems in field operations has been undertaken as part of those efforts, including the customer relationship management enterprise system, to ensure applicability to the field. Eighty-eight per cent of field operations reported that they were very or somewhat satisfied with the quality, timeliness and responsiveness of direction and support given by the Division, and 56 per cent reported significant or some improvements in those areas since restructuring.

D. Improvements to administrative and management processes

116. While approving proposals for restructuring, the General Assembly emphasized that structural reform and additional capacities were only part of the reform equation and that greater attention needed to be given to addressing systemic issues, particularly improvements to work processes and procedures. In February 2008, the Departments of Peacekeeping Operations and Field Support, in collaboration with the Department of Management, launched a business process improvement initiative to streamline and improve the quality of business processes. Based on a needs assessment, and in line with departmental priorities for core business and reform efforts, priority has been given to projects in the broad areas of planning, personnel, procurement and finance. A total of 22 projects have been completed to date, the majority of which have crossed departmental boundaries and have included improvements, such as the clarification of roles and responsibilities among stakeholders, standardization of procedures and the use of templates, training on standards and procedures, and the leveraging of technology. Where required, the projects have been aligned with other major change initiatives, such as human resource management reforms and enterprise resource planning. Importantly, they have served as models for what can be achieved with a shared vision and a commitment to change in terms of continuous organizational improvement.

117. Examples of results achieved include identification of $62 million for equipment in missions, pending financial closure after the liquidation has been identified and recorded for subsequent reconciling, disposal or redistribution; process cycle time for the asset disposal process reduced by 51 per cent (147 days reduced to 73 days) and the standardization of the asset disposal planning process; establishment of a process to systematically vet and place candidates on a roster and the development of a new assessment methodology, contributing to the improved quality of candidates on the rosters and the expedited deployment of personnel to field operations; reduction in the average downtime for financial system upgrades and related financial management activity in field operations from one day to half a day; reduction in the processing time of donor and financial agreements for mine action activity in order to consistently meet the seven-day deadline, thereby

enabling funds to reach field operations faster and ensuring the continuity of critical projects; and reduction in the publishing cycle time of peacekeeping and field support guidance documents from 43 days to 18 days, making guidance more rapidly accessible to field operations. In recognition of those achievements, the United Nations is currently one of six finalists in the "best start-up programme" category for a Lean Six Sigma process excellence award.

IV. Conclusions and recommendations

118. The restructured Department of Peacekeeping Operations comprises areas of significant specialized expertise that, along with the Department of Field Support, delivered integrated strategic and operational support to field missions and act as service providers to enable mandate delivery in specialized areas. Service provider elements include the Office of Rule of Law and Security Institutions, the Office of Military Affairs and shared departmental capacities in the Policy Evaluation and Training Division and the Office of the Chief of Staff. At the same time, the Department of Peacekeeping Operations maintains and seeks to enhance the delivery of integrated, coherent support and guidance to operations with multidimensional mandates. As the peace and security challenges before the international community continue to evolve, both Departments should effectively tackle the challenge of managing the inherent tensions in running two distinct, yet interrelated business models so as to continue to deliver both strategic and operational Headquarters guidance and support as well as expert specialized services. The models should continue to adapt, as might be required, to serve the evolving mandates and field operations that implement them, while continually addressing the emerging issues on the international peace and security agenda. In addition, as Department of Peacekeeping Operations/Department of Field Support service providers demonstrate their comparative advantage, it will be important to develop options to enable them to offer support to special political missions and other field entities in their areas of expertise, as is currently the case for the electoral and mediation support capacities resident in the Department of Political Affairs.

119. The results reflected in the present report lead to the conclusion that the Departments have overcome initial challenges and that the 2007 restructuring has taken root and is delivering the intended benefits. The restructuring and strengthening of the Departments have led to the continued professionalization of United Nations peacekeeping and have enabled the Departments to confront a period of intense growth and increasingly challenging mandates and operational theatres. The results of the 2010 field survey support these conclusions, in noting improvements and offering generally positive feedback on the timeliness and quality of Headquarters support. The reforms have generally yielded the intended benefit of the considerably strengthened ability of the United Nations to mount, manage and sustain peacekeeping operations and that they have laid an important foundation on which to consolidate the gains achieved.

120. Member States should note the positive impact of the series of reforms described in the present report, the General Assembly should approve the minor structural adjustments proposed and, above all, the course of effective partnership and support for the continual adaptation of United Nations peacekeeping should be maintained in order to anticipate and meet the peace and security challenges before the international community.

V. Actions to be taken by the General Assembly

121. **The General Assembly is requested to:**

(a) **Take note of the present report and maintain support for the reform and strengthening of United Nations peacekeeping;**

(b) **Approve the renaming of the Policy and Best Practices Section to the Policy and Best Practices Service;**

(c) **Endorse the proposal to separate the Mission Management and Support Section in the Police Division into two sections: the Mission Management and Support Section, and the Selection and Recruitment Section.**